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USSR Report

HUMAN RESOURCES

(FOUO 1/82)

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LABOR

AVAILABLE AND FUTURE MANPOWER RESERVES

Moscow VOPROSY EKONCMIKI in Russian No 9, Sep 81 pp 55-65

[Article by Ye. Manevich: "Using Manpower Efficiently"]

[Text] L. I. Brezhnev paid a great deal of attention in the CPSU Central Committee Accountability Report to the 26th Party Congress to the problem of using labor resources efficiently in the USSR national economy. Speaking of the features of the 1980's and the primary task of the 11th Five-Year Plan, he noted: "As you know, a number of factors complicating economic development will be operating in the 1980's. One is a reduction in the increment in labor resources."

In connection with certain socioeconomic causes from the preceding decade (1971-1980), a manpower shortage has already been noted in the USSR national economy. The deficit may grow in the 11th and 12th five-year plans if effective, active economic steps are not taken. The manpower shortage is being felt with varying degrees of urgency in various economic regions of the country and various branches of the national economy. There are several reasons for it. Among them are the slight reduction in the outflux of rural population to the cities, which is to be explained by the significant improvement in the standard of living for those employed in agriculture, as well as by inadequate rates of mechanization of agricultural production. A new influx of manpower from agriculture into industry and the production sphere will be possible only as a result of its continued industrialization and increased labor productivity. One source of manpower reinforcements for social production, that of people employed in housekeeping and private subsidiary farming, has decreased sharply. Also of great importance is the continuous increase in the number of young people in secondary special and higher academic institutions (9.8 million in tekhnikums and VUZ's in 1979-1980, or 5.3 million more than in 1960-1961). The number of students in general education schools has increased (by 8.2 million), primarily in the upper grades in secondary school (by 7.6 million). There are also other reasons for the manpower shortage.

However, the primary cause of the lack of conformity of available labor resources to demand is the insufficiently effective use of the labor of those employed in social production. Certain enterprises, associations and ministries have artificially overstated their manpower requirements, anticipating in their production plans considerable reserves of workers, engineering-technical personnel and employees. It is no accident that year after year, the number of workers as determined by totalling enterprise plans exceeds the actual number by more than 2-2.5 million, indicating that operation of the universal economic law of freeing manpower is being impeded.¹

¹See: VOPROSY EKONOMIKI, No 8, 1978, p 38.

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In our national economy, manpower is freed [for other uses] slowly, if consideration is given to the enormous investments in fixed assets in all its branches, which have increased more than 21-fold over a 39-year period (1940-1979).

This is borne out by comparisons we succeeded in making of the availability and use of manpower in branches of material production in several capitalist countries and the USSR. Thus, there was a sharp reduction in agricultural and extractive employment (and in processing branches of industry as well in several countries) in nearly all the developed capitalist countries over a 25-year period (1950-1975), as can be judged from the following data:

Change in the Branch Structure of Manpower (in percent of the total)*

	year	agriculture	extractive
USA	1950	12.3	1.7
	1975	3.8	0.8
Japan	1950	50.1	1.3
	1975	12.5	0.3
Britain	1950	5.4	3.8
	1971	2.7	1.6
FRG	1950	22.7	3.3
	1974	6.4	1.4
France	1954	26.7	2.1
	1975	10.8	0.8

*See: N. P. Ivanov, "Nauchno-tekhnicheskaya revolyutsiya i problemy struktury rabochey sily (po materialam razvitykh kapitalisticheskikh stran)" [The Scientific-Technical Revolution and Problems of the Manpower Structure (based on materials from the developed capitalist countries)], Izdatel'stvo "Nauka", 1978, p 30.

At the same time, the proportion of those employed in transport, communications, municipal services, trade, services and management in these countries increased. As a consequence of comprehensive mechanization and intensive introduction of the latest achievement of genetics, the labor productivity growth rates in agriculture have outstripped the labor productivity growth rates in industry and permitted a significant increase in agricultural production with a sharp reduction in those employed in it. As is evident from the table, the reduction in the proportion in those employed in agriculture was especially rapid in Japan -- four-fold. During this same period, the proportion of those employed in agriculture in France decreased 2.5-fold, in the FRG -- three-fold. According to data from the Bureau of Labor Statistics, the number of people employed in agriculture in the USA dropped from 3.4 to 1.9 million in the course of 1975-1985, that is, to 1.8 percent.

During 1950-1975, the proportion of those employed in agriculture in the USSR dropped from 48 to 23 percent, and in absolute terms, from 30.9 to 26.6 million. With consideration of labor expenditures in private subsidiary farming, the average annual number of workers employed in all agriculture is now about 27 million people (excluding those enlisted in seasonal agricultural work). As was already noted, the process of freeing workers in USSR agriculture has slowed somewhat recently. Thus, the number of those employed in agriculture decreased by an average of 240,000 per year during 1961-1970, and by 143,000 per year during 1971-1977.

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In 1950-1975, the proportion of those employed both in agriculture and industry, in transport and other branches of material production, decreased in all the developed capitalist countries: in the USA, for example, from 41.0 to 33.4 percent; in Britain, from 50.0 to 39.9 percent; in the FRG, from 44.6 to 36.3 percent. Only in Japan did the proportion of workers in the industrial branches increase, from 20.0 to 33.9 percent.¹

In the USSR, as social labor productivity has risen, the proportion of employment in material production has decreased as well: about 95 percent of all the able-bodied population was employed in 1913; in 1970 -- 77.1 percent, and in 1980 -- 73.9 percent. The proportion of those employed in nonproduction branches was, respectively, five percent in 1913, 13.8 percent in 1950 and 26.1 percent in 1980.

The operation of the economic law of freeing manpower is determined by the development of society's production forces, growth in the organic structure of production and increasing labor productivity.²

One of the primary reasons for retardation of the process of freeing manpower in the USSR national economy is that many branches have large numbers of workers employed at manual labor. The proportion of such workers is significant in machine building, coal, light and food industry, forest management and building materials industry. Their numbers are also high in auxiliary jobs -- transport, loading-unloading, maintenance, technical inspection and warehousing. During 1965-1975, the proportion of workers in USSR industry employed at manual labor decreased from 40.4 to 32.8 percent.³ Many workers are still employed at manual labor in agriculture, construction and the nonproduction sphere.

The completion of our changeover of the economy to an intensive path of development as stipulated in the resolutions of the 26th Party Congress will be possible only on the basis of maximum improvement in labor productivity and, first of all, in technical progress -- production mechanization and automation. Thanks to the introduction of ever-newer equipment, a real possibility has arisen that manual labor can be reduced and large numbers of workers in both basic and auxiliary production can be freed for other work.

At many industrial enterprises, manual labor is being supplanted by machines. For example, more than 60,000 people yearly were freed from manual operations in the Russian federation in the 10th Five-Year Plan through the provision of industrial enterprises with modern machines. Introduction of the measures planned for comprehensive

¹See: N. P. Ivanov, "Nauchno-tekhnicheskaya revolyutsiya i problemy struktury rabochey sily (po materialam razvitykh kapitalisticheskikh stran)," pp 41-43.

²Marx noted that "change in the technical structure of capital and growth in the means of production as compared with the manpower embodied in them are, in turn, reflected in the cost structure of capital, in an increase in the constant component of capital cost at the expense of its variable component.... This law of the more rapid increase in the constant component of capital as compared with the variable portion is confirmed at every step...." (K. Marx and F. Engels, "Soch." [Works], Vol 23, p 636).

³See: A. I. Baybakov, "Povysheniye nauchnogo urovnya upravleniya trudom" [Raising the Scientific Level of Labor Management], Profizdat, 1980, p 109.

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mechanization, specialization and centralization in industrial production in the RSFSR will enable us to free 1.8 to two million workers in the 11th Five-Year Plan. However, it follows from the proposals made by many ministries and departments for 1981-1985 and up to 1990 that, on the whole, the number of workers employed at manual labor at industrial enterprises subordinate to them will decrease only from 53.6 to 49.7 percent annually during the five years. Even at new enterprises which will begin operating this decade, one of every three workers will be working by hand.¹

In order to reduce the number of people employed at manual labor to a minimum, we must resolutely change the capital investment policy: primary attention will generally have to be focused not on new construction and expanding existing enterprises, but on the accelerated updating of existing fixed assets and on replacing obsolete and obsolescent equipment. The CPSU Central Committee and USSR Council of Ministers Decree "On Improving Planning and Strengthening the Influence of the Economic Mechanism on Improving Production Efficiency and Work Quality" states: "Funds for building new enterprises and expanding existing ones are to be allocated if the national economy's requirements for that particular output cannot be met by renovating and retooling existing enterprises."

Given the shortage of labor resources, particular importance is acquired by implementation of the CPSU Central Committee Decree "On Steps to Increase the Production and Extensive Use of Automated Manipulators in Branches of the National Economy In Light of the Instructions of the 25th CPSU Congress" (1980). This decree plans the extensive use of manipulators (industrial robots) to mechanize and automate enterprises of various branches of the national economy, which will significantly increase labor productivity and free large numbers of workers from physically difficult, monotonous production operations.

Operation of the economic law of freeing manpower depends largely on improving production organization -- distribution of productive forces, specializing enterprises and branches of the national economy, production smoothness, maintenance system, and others.

The efficient siting of new production facilities is an important problem in increasing the effectiveness of manpower use and in freeing it. Each decision on new construction or expanding existing enterprises must be made with consideration of the available labor resources, their age-sex composition and occupational training. In this connection, much importance is acquired by the development of manpower balances at all levels, beginning with the regional balances of microrayons. This is especially necessary when siting new production in small and medium-sized cities and rural areas with manpower reserves. It is very important to create in advance all the conditions necessary for workers and employees being drawn to those jobs (housing construction, building medical and children's institutions, developing the personal and cultural services spheres, and so forth).

Broad opportunities for freeing manpower are opened up by scientifically substantiated production specialization. According to our calculations, one-third of the annual increment in labor productivity in machine building alone can be obtained by intensifying specialization. In accordance with the CPSU Central Committee and USSR Council of Ministers decree on improving the economic mechanism, capital investments will be

¹See: SOTSIALISTICHESKIY TRUD, No 4, 1981, pp 110-111.

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directed foremost into developing specialized production; the planning and construction of multipurpose enterprises must be curtailed; small and unprofitable shops producing output for interbranch use must gradually be eliminated.

Strengthening cooperative delivery discipline, developing direct, long-term ties among related enterprises, and strengthening material penalties against those enterprises which do not carry out contracts for delivering raw and other materials, semi-finished products and finished items are significant factors in deepening specialization.

Quite a few opportunities for freeing workers and employees are opened by increasing production smoothness. Understandably, if the final 10-day period in the month accounts for only one-third of all monthly output, instead of 50-70 percent, enterprises will not be required to hold in reserve workers whose labor is used primarily in the last 10-day period.

Operation of the economic law of freeing manpower is also determined by the status of labor organization: labor discipline, the organization of wages and material incentives, quality of labor rate-setting, development of socialist competition, dissemination of leading production experience, ensuring average labor intensiveness and eliminating losses of working time. Losses of working time are considerable. At many industrial enterprises, intrashift losses are 15-20 percent of working time, and actual amounts are obviously higher in view of the fact that a large part of such losses is not taken into account in statistical reporting.

Losses of entire days (recording of which is far from precise) are about 20 days per worker per year in industry, nearly three-fourths of which is accounted for by sick days, and about five days, or 25 percent of all whole-day losses, is accounted for by so-called failures to report which are permitted by the administration and anticipated in the law (time off to workers and employees to attend meetings, assemblies and respond to summons from investigatory or court agencies, and others). Moreover, it must be borne in mind that individual enterprises have hidden days off for hidden overtime work, that absences are often recorded as "unpaid vacation," and so forth. According to time-and-motion studies conducted at a number of enterprises of various branches of industry, the average amount of time basic workers spent carrying out shift assignments is more than half their working time. Intrashift losses of working time are also high in agriculture.

Thus, just eliminating whole-day losses of working time would offer an opportunity to free approximately 7.5 million people per year. Improving production and labor organization and the material incentives system would enable us to eliminate working time losses caused by personnel turnover and often by inefficient worker migration.

Under present conditions, training highly educated and skilled personnel has taken on ever-increasing importance in improving labor productivity and freeing manpower. The proportion of skilled workers has increased year by year. For example, during 1965-1975, the proportion of automated line and machine-tool system repairmen, fitters and electricians increased from 16 to 19 percent of all industrial workers. New occupations have appeared in all branches of the national economy -- computer operators, dispatcher equipment electrician, robot-manipulator operators and repairmen, multipurpose unit operator, and others.

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Workers have mastered two or three occupations at many industrial enterprises. Such specialists are in increasing demand given brigade labor organization, as they help free workers by combining occupations.

Shortcomings in training skilled personnel affect production efficiency and lead to high losses of live and embodied labor. Surveys have shown that about 70 percent of the defects and 30 percent of equipment breakdowns at machine-building enterprises are due to poor operator skill. Low skill levels are often a reason for high losses of working time. For example, among lathe operators at Odessa Press and Automatic Machine Plant, the highest losses were among the less-skilled workers: 23.2 percent among workers in category II, 22.1 percent in category III, 12.0 percent in category IV and 4.1 percent in category V.¹

The number of workers at enterprises depends largely on the quality of labor rate-setting. Prompt reviews of norms and the introduction of technically substantiated rates based on the implementation of organizational-technical measures permits carrying out the production program with fewer workers. During the 10th Five-Year Plan, 1,706,000 piece-rate workers were freed as a result of norm reviews.² And there are enormous reserves in all branches of the national economy.

The freeing of manpower at enterprises of various branches of industry is being delayed by the diverting of workers and employees to agricultural work, construction, procurement organizations, vegetable centers, Pioneer camps and other jobs. Of course, when it is necessary to render immediate assistance to kolkhozes and sovkhozes in gathering the harvest, as a result of some natural calamity, for example, such assistance should be rendered, without question.

It should be noted that in recent years, the number of workers being sent to help sovkhozes and kolkhozes during the harvest period has increased. Thus, kolkhozes and sovkhozes enlisted 1.4-fold more workers and employees from other branches of the national economy in 1970 than in 1960, and in 1978, 2.4-fold more than in 1970 (average for the year). In view of this practice, enterprises keep a certain manpower reserve so as to be able to send workers to agricultural work without at the same time failing to meet their own production plans.

Based on the fact that each of the enlisted workers works for a month on the kolkhoz or sovkhoz, it works out that in 1979, some 15.6 million people were diverted from their immediate duties, including 7.8 million workers employed in material production.

The diversion of workers and employees into agricultural work is economically inefficient. The agricultural output produced by these enlisted workers is generally approximately two-fold more expensive than that produced by agricultural workers. Calculations show that the efficiency of the labor of industrial workers enlisted in agriculture is approximately four-fold lower than were they on their main jobs.

¹See: V. I. Markov, "Oplata truda v sisteme upravleniya ekonomikoy razvitogo sotsializma" [Wages In the Management System of the Developed Socialist Economy], Izdatel'stvo "Ekonomika", 1980, pp 52-53.

²See: M. Glyantsev, "Rate-Setting At the Level of Modern Equipment and Labor Organization" (SOTSIALISTICHESKIY TRUD, No 4, 1981, p 97).

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Consideration should also be given to the fact that shifting industrial workers and employees to temporary work in rural regions and returning them are accompanied by high losses of working time. Thus, many workers lose two days traveling from the city to the kolkhoz (sovkhoz) and a similar amount of working time when returning. Calculating per worker employed in the sphere of material production, losses for 1979 were 15.6 million work days when two days were lost and 7.8 million work days when one day is spent in travel. This corresponds to 55,000 to 110,000 year-around workers in working time.

Moreover, industrial enterprises, kolkhozes and sovkhozes incur large wage expenditures for workers and employees working in agriculture (approximately two billion rubles was paid them in 1979), as well as expenditures on organizing food service, transportation and other types of services for the workers enlisted.

In his speech at the November (1979) CPSU Central Committee Plenum, L. I. Brezhnev called for order in this matter: "The practice of local agencies' enlisting people from enterprises and institutions in various kinds of work -- gathering the harvest, procurement, construction, public welfare, and so forth -- has expanded recently. In some instances, this is useful, but in others, it is not. The most important thing, though, is that much disorganization and irresponsibility is permitted in it. Hence, there are high losses of labor, normal enterprise operation is disrupted, and enterprise leaders try to keep excess manpower 'in reserve'. It is time to put this into proper order, to eliminate dependence and lack of personal responsibility. This also applies to sponsorship ties between urban and rural areas."¹

In our opinion, as agricultural industrialization develops, it is appropriate to gradually reject the practice of enlisting workers and employees from cities in agriculture; we need to seek out harvest workers in rural areas. This will become possible in connection with changes in the structure of the spheres of labor application in rural areas and with the development of a number of industrial and service branches in rural areas.

Thanks to improvement in the use of manpower employed in agriculture (and there are many opportunities for doing so), and as the agroindustrial complexes and the integration of industry and agriculture are developed, the possibility will appear of doing without the annual large-scale dispatching of workers and employees to kolkhozes and sovkhozes. The decisive role will be played by increasing the availability of energy to agriculture and by its comprehensive mechanization.

However, even now, it is more effective for sovkhozes and kolkhozes to hire for the harvest people living in rural areas or in nearby cities and worker settlements (students at secondary and higher academic institutions, vacationers or able-bodied pensioners). In this regard, we need to establish wages which would materially interest workers. The savings to the state as a result of rejecting the labor of those workers and employees now being enlisted would be quite high. These steps would have a positive effect on improving the economic indicators of both industry and agricultural enterprises and would open up opportunities for freeing millions of workers and employees and using them efficiently.

PRAVDA, 28 November 1979.

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Thus, the planned freeing of workers and employees and the fulfillment and overfulfillment of production assignments with significantly fewer workers could be ensured just by reducing various kinds of losses of working time -- intrashift and whole-day -- and the diversion of workers and employees to agricultural and other work.

The CPSU Central Committee and USSR Council of Ministers Decree "On Improving Planning and Strengthening the Influence of the Economic Mechanism on Improving Production Efficiency and Work Quality" (1979) outlined fundamentally important planning changes: "Production association (enterprise) and organization five-year and annual plans are to be worked out on the basis of economic and engineering calculations without permitting the setting of plan assignments based just on the dynamics of the corresponding indicators which have evolved."

Unfortunately, the practice of "planning from what has been achieved" is being overcome very slowly and continues to hinder the freeing of those workers which are not needed at a particular moment. In order to overcome the shortcomings in the economic mechanism which hamper the operation of the law of freeing manpower and are directly reflected in its use in social production, we think a number of economic transformations should be effected in the current five-year plan which will, in the end, ensure: significant expansion of the rights of enterprises; broader use of commodity-monetary relations; rejection of "planning from the level achieved"; changing the system of distributing profit -- payment of income tax to the state by enterprises and associations, with retention of all profit remaining after such payments at the enterprises; broader use of collective and individual, personal material interest among workers, engineering-technical personnel and employees.

Improvement in the economic mechanism and ensuring material interest in revealing and using existing reserves for improving labor productivity unavoidably intensify the struggle for the economical use of manpower and consequently open up real opportunities for operation of the law of freeing manpower. It will also enable us to overcome shortcomings hindering the freeing of workers and employees; in particular, it will be possible to avoid (with rare exceptions) reviewing products lists during the course of the economic year; gradually reject all kinds of diversion of workers and employees to work not directly related to the production activity of a particular enterprise; abolish the dependence existing heretofore at enterprises of machine-building industry between the number of workers and employees and the size of the salaries of supervisory and engineering-technical workers.

The tasks of intensifying the processes of freeing and improving the use of manpower in the country insistently demand changes in several statutes of the existing labor legislation. In our view, these include the following: on granting the administrations of enterprises, organizations and institutions the right to free workers, engineering-technical personnel and employees if they are not needed for the normal production and management process; on freeing enterprise and institution leaders of the task of finding jobs for workers being freed and entrusting job-placement agencies with these duties; on increasing the size of discharge benefits and other material provisions for time spent looking for a new job and in retraining.

Thus, the decisive way of ensuring balance in the country's labor resources in the 11th and subsequent five-year plans is to free manpower on the basis of comprehensive labor mechanization and automation, with the extensive use of automatic manipulators (industrial robots) which create real opportunities for displacing manual and

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heavy labor; fundamental improvement in production organization (foremost, production specialization, improving material-technical supply and smoothness); improving labor organization and material incentives. In turn, implementation of these measures will become possible thanks to implementation of the improvement in the economic mechanism planned by the party, which is first of all understood to mean a restructuring of the planning system and the creation of genuine interest in labor results among each collective and in each worker.

Given these conditions, in spite of the drop in the birth rate and the reduction in the increment in the able-bodied population, we will be able to provide all branches of the national economy with manpower and achieve significant labor productivity improvement.

But now, before the economic mechanism has been fully restructured and perfected and a more or less appreciable freeing of manpower achieved, before manpower use has been fully improved, many branches of the national economy need manpower.

Do we have some significant additional labor resources which could somehow meet the manpower demand and compensate for the anticipated sharp reduction in the increment in the able-bodied population in the 11th Five-Year Plan. There are no such significant resources at present. Moreover, consideration must be given to the fact that we will need to significantly increase the number of people employed in the services sphere in the 11th Five-Year Plan, both in connection with the increasing total population and also to improve the quality of service. However, we do have certain labor reserves. They include, first, young people coming of working age, second, able-bodied citizens in housekeeping and private subsidiary farming, third, the unemployed portion of the rural population in regions with a labor surplus, and fourth, pensioners.

Speaking of young people coming of working age, it must be borne in mind that several months often pass between graduation from a general education secondary school and the start of labor activity. Each year, thousands of young men and women in each city and other population centers are not admitted to higher academic institutions and do not participate in social labor for an average of six months. In certain regions of the country with labor surpluses (the Central Asian republics in particular), young people with no specialties are added to those kolkhoz members and sovkhos workers and employees in private subsidiary farming.

In order to improve the use of young people's labor, it is expedient that city and rayon job placement bureaus efficiently organize job placement for young men and women not entering higher or secondary special academic institutions, taking into account their desires and occupational orientation data; vocational guidance work among young people be increased in the Central Asian republics, especially in rural areas, and construction of vocational-technical schools be expanded there; Russian language study be radically improved, beginning with preschool children's institutions, and then in general education schools and vocational-technical schools; intensify the organized recruitment of young people in these republics on the basis of creating favorable living and working conditions in labor-deficit regions of the country; grant young workers, engineering-technical personnel and employees who have worked at enterprises less than a year loans to pay for cooperative apartments, acquire furniture, and so on; disseminate at the large enterprises the proven experience of combining work with study at plant vocational-technical schools, plant tekhnikums and sovkhos tekhnikums.

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Housekeeping and private subsidiary farming play an increasingly small role as additional sources of manpower. According to 1970 census data, 5.9 million people were employed in housekeeping and private subsidiary farming. In the 10 years since, opportunities for enlisting women in social production have decreased significantly in the USSR as a whole. However, such opportunities still exist in certain regions of the country, the Central Asian and Transcaucasian republics for example. In order to do this, we need to increase the number of children's institutions and improve their operation. At present, approximately 43.3 percent of the children attend day nurseries and kindergartens (1979 data). In terms of availability of preschool institutions, the USSR is behind the GDR, where the proportion of children in preschool institutions is 78.4 percent, Hungary -- 56.9, Bulgaria -- 50.5 and Czechoslovakia -- 46.4 percent.¹ Along with budget funds, we need to attract funds from enterprises and highly paid groups of parents.

The rural population is not fully employed in several republics. The dynamics of the union republic rural populations provide an idea of this. At the same time that a sharp reduction in rural population is being observed in a number of republics, very significant growth is occurring in the Central Asian republics. The distribution of man-days worked by month of the year testifies to the incomplete employment of kolkhoz members in social production. For example, the October work load of kolkhoz members in the Central Asian republics (the cotton harvest) is nearly three-fold higher than the January work load. And on the whole, the work load in July is nearly two-fold higher than that in January in the USSR.

In this connection, there is a great manpower surplus among the rural population (especially in the Central Asian republics), and this surplus is currently being used poorly. A number of steps must be taken to enlist the able-bodied workers of these regions in labor in social production. To do this, we need to create industrial enterprises for processing agricultural products, to lower output norms for women employed in difficult jobs, improve personal services, make housekeeping as easy and quick as possible, locate various personal services as close to jobs as possible (taking orders for sewing and repairing footwear and clothing and for selling food, taking advance orders, setting up high-quality public catering at enterprises, and others), establish service institution working hours convenient for the workers, improve transport operation and develop pendulum labor migration.

Noting the known manpower surplus in Central Asia and a number of regions of the Caucasus, the CPSU Central Committee Accountability Report to the 26th Party Congress pointed out that "we need to involve the populations of these place more actively in mastering the country's new territories. And of course, we need to develop there production needed by the national economy and train more skilled workers from the native nationalities, and foremost from among rural young people."

As sample surveys have shown, each kolkhoz member and sovkhov worker spends an average of 45-50 man-days each year in private subsidiary farming. In order to achieve an increase in the labor expenditures of kolkhoz members and sovkhov workers in the public economy, while retaining and developing private subsidiary farming, it is appropriate, along with further developing and strengthening the public economy on

¹See: "Narodnoye khozyaystvo stran-chlenov SEV" [CEMA Member-Nation Economies], statistical annual, Izdatel'stvo "Statistika", 1980, p 422.

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kolkhozes and sovkhoses, to strengthen personal and collective material interest in labor results, to assist kolkhoz members and sovkhos workers everywhere in increasing labor productivity on household plots. In order to do this, we need to fully actualize the CPSU Central Committee and USSR Council of Ministers decree on developing private subsidiary farming and, in particular, to set up the release of multipurpose cultivation tools with mechanical drives and hay-mowers, to assist kolkhoz members during the harvest in the form of equipment and draft animals belonging to the public economy, to allocate feed for personal livestock and to grant means of transport for marketing surplus output.

Pensioners are a relatively large manpower reserve. The total number of pensioners in the USSR was 49.9 million in 1981, including 34.3 million due to age. By the year 2000, there will be approximately 80 million. At present, the proportion of old-age pensioners who are working is approximately 25 percent.¹ Along with implementing the Decree "On Steps to Materially Stimulate Pensioners to Work in the National Economy" which was adopted by the CPSU Central Committee, USSR Supreme Soviet Presidium and USSR Council of Ministers, in order to use the labor of pensioners more extensively and efficiently, we need to take the following steps: create favorable conditions for elderly people wishing to continue their labor activity; organize in advance retraining for those who consider it necessary to change their occupation or specialty; provide opportunities to work (especially for persons in the second five-year period on pension) a reduced work day or week and set reduced norms and labor assignments for them; grant routine summer vacations when possible; create the most favorable psychological climate, encourage them materially and morally;² to pensioners (especially the disabled) interested in working at home, extend all benefits outlined for specialized enterprises using the labor of invalids (reduced work day, longer vacations, and others). Significantly expand and better organize work at home (especially in labor-surplus regions). In order to do this, we need to expand the use of work at home at various enterprises of industry and the services sphere. Enterprises using home labor must ensure that raw and other materials and tools are delivered to those working at home and the prompt acceptance and shipment of finished products. We need to work out a unified statute on the use of home labor. It would be appropriate for it to define the rights and obligations, organization of labor rate-setting and wages, bonus terms, and opportunities for mechanizing and easing the labor of those working at home. Attaching serious importance to using the labor of pensioners, the 26th Party Congress stressed the necessity of "involving our veterans more broadly in labor activity, particularly in the services sphere, of course, as they are able and as the economy requires. This is very important now."

¹A sample survey of the health of nonworking old-age pensioners revealed that about 80 percent of them were able to work and 35 percent of them could work a full work week at their former specialties. This means approximately 1.4 million old-age pensioners could, under certain conditions, be enlisted in working the the national economy just in the Russian Federation.

²Unfortunately, as the survey showed, no substantial changes occurred in using the labor of pensioners even after the CPSU Central Committee and USSR Council of Ministers Decree "On Steps to Materially Stimulate Pensioners to Work in the National Economy" went into effect on 1 January 1980. This is to be explained by the fact that enterprises have not created conditions for pensioners to work a partial work day or week and have not simplified hiring, wage and other procedures.

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Additional manpower sources also include workers at those enterprises, organizations and institutions not very necessary to the national economy and which could, given a more well thought-out production and labor organization, be painlessly abolished and their functions transferred to other enterprises and organizations. This relates first of all to unprofitable and low-profit enterprises whose *raison d'être* has now diminished or even disappeared. Thus, for example, the RSFSR alone currently has upwards of 20 percent small enterprises producing 0.4 percent of its total output and employing 3.5 percent of its total workers and employees.

In order to reveal such enterprises, organizations and institutions, much work will have to be done. We should possibly conduct a unique census of all enterprises and institutions following a special program for the USSR ministries and departments, union republics or oblast, city and rayon organizations. In order to do this, we will obviously need to create competent Soviet of People's Deputies commissions, jointly with state monitoring agencies. Of course, the decision to abolish an enterprise, organization or institution or to merge them with others must be thoroughly thought out and weighed. When appropriate, some workers (staff) of the enterprises and organizations being abolished should be transferred to the others. The state would save a great deal of money as a result of such work and many freed workers would be used to greater advantage elsewhere, without question.

In our opinion, the positive experience of Riga personal services enterprises merits further study and dissemination. Instead of maintaining a large, expensive apparatus in cafeterias, small restaurants and dining halls (director, deputy directors, accountants, waiters, cloakroom attendants and others), corresponding organizations entrust families or individual citizens with all work on maintaining and servicing the small cafeterias, restaurants and dining halls. As has been noted in our central press,¹ experience has shown that both the state (increased revenues) and the workers (improved service and food quality) turn out to benefit. At the same time, many workers have been freed for use in other organizations or institutions. It seems to us that this experience could be disseminated to many other personal services enterprises (shoe repair, clothing repair, appliances repair and others) in all regions of the country.

The CPSU Central Committee Accountability Report to the 26th Party Congress states that "a thrifty, economical attitude towards labor resources will acquire particular importance" in the 1980's. "This is a complicated matter requiring the resolution of many tasks of an economic, social, technical and educational nature."

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EDUCATION

ESTONIAN VOCATIONAL EDUCATION IN 11TH FIVE-YEAR PLAN

Tallinn NOUKOGUDE KOOL in Estonian No 10, Oct 81 pp 4-7

[Article by Elmar Alas: "Implement Party Decisions: Vocational Education in the 11th Five-Year Plan"]

[Text] The "Basic Directions for 1981-1985 and the Period Until 1990" approved by the 26th CPSU Congress regarding the economic development of the USSR stress that the new decade will be a major step in the establishment of communism's material-technological base, the development of social relationships and the shaping of a new man.

The CPSU will in the 1980's steadily continue to implement its economic strategy whose highest aim is the irrevocable raising of the people's standard of living and cultural level, and the creation of most favorable conditions for a comprehensive development of a person on the basis of further increases in the effectiveness of social production, labor productivity, and the social and labor-related activity of the Soviet man. The success of solving these economic and sociopolitical tasks, it was noted at the 26th party congress, is most directly connected to the level of the education and working skills of our youth, the growth in the social and labor-related activity of Soviet people.

At the 26th CPSU Congress it was stressed that the labor class in our society has grown and will continue to grow. This is due not only to its numerical growth but also to the increases in its ideological-political maturity, its education, and skill levels. Consequently, the preparation of vocational school students must be perfected, the responsibility of the vocational school to the society for fulfilling these tasks must increase.

From this there follow specific tasks for state vocational education systems, for the educational staffs of the vocational schools, for the party and other social organizations of the educational institutions--for all who have been entrusted with training the young workers, the new relief of the glorious working class of our country.

In meeting directives of party and government the personnel of the vocational education system of the republic have accomplished a remarkable job during the 10th Five-Year Plan in broadening and perfecting the preparation of young skilled workers. During the last five-year period the vocational education network was expanded by three institutions, and the number of youths studying in vocational schools increased by 21 percent. The vocational schools met the tasks of the

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10th five-year period: In 1976-1980 almost 35,000 qualified workers were prepared and employed in the national economy, including 8,500 in industry, 5,500 in construction, 6,000 in agriculture. At courses offered by the vocational schools, 13,500 persons received training or increased their skills. This year 5,630 persons graduated from vocational schools.

In addition to these facts, qualitative changes must be stressed. During the five-year period the reorganization of the schools into vocational secondary schools and technical schools was accomplished. Currently more than 15,300 youths are studying in the 28 vocational secondary schools and 6 technical schools of the vocational education network.

The comprehensive success of the system has occurred thanks to the constant attention and practical assistance of the Soviet organs and the selfless work of the teaching staffs of our schools. It can be said that one result has been a rise in the prestige of the vocational education system and in its importance in solving socioeconomic problems in the republic.

Even though we accept almost 9,000 persons into vocational schools, it is by far not enough to meet the requirements of the national economy for labor. This has been taken into account in compiling the 11th Five-Year Plan. Thus, 38,600 skilled workers must be prepared in 1981-1985, including 29,000 in the day courses of vocational schools. Admittance to technical schools will increase markedly.

Meeting this goal will not be easy, considering employment and shortage of labor in our republic, and the limited youth cadres. It requires that youth be precisely distributed among the educational systems and that the vocational counseling and assignment be improved markedly. This need was underscored in the speech of Comrade K. Vaino to the ECP CC congress, and in the decisions of the congress. We have begun to establish the necessary material base for meeting the task. More precisely, preparations began 2 years ago when the ECP CC and the ESSR Council of Ministers adopted a directive regarding the vocational training of the republic's youth. That directive approved a specific vocational school construction schedule for 1981-1990. According to this directive 8 new vocational secondary schools with 720 spaces each are to be constructed in the 11th Five-Year Period, to be followed by 5 new ones, and construction is to begin of 4 more vocational schools. The construction of new vocational schools and expansion of existing ones will increase the capacity of the system by more than 11,000 spaces in the two five-year periods, almost doubling the capacity.

At this very time six new vocational school complexes are being built. The 33d vocational school at Sillamae opened its doors on 1 September to train skilled metalworkers, machinebuilders, and laborers for local needs. Intensive construction is underway to begin training personnel for the Tallinn light industry, the "Talleks" and "Volta" plants, and the Machine Construction Plant imeni J. Lauristin. A rural vocational school is being built at Kose in Harju Rayon to train machine operators and rural construction personnel. Construction has begun on vocational schools at Kohtla-Jarve and Tartu to train personnel for, respectively, the oil shale complex and the staffs of the Ministry of Meat and Dairy Industry, and the Ministry of Food Industry. Construction of two more

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vocational schools in Tallinn is scheduled for the 11th Five-Year Period to train personnel for the Ministry of Construction and the Ministry for Communal Industry.

Wide-ranging tasks concern the expansion of existing vocational schools and the creation of the lacking material base, the improvement of student-teacher living conditions. Since an expansion of student bodies in most of the existing vocational schools is impossible, it is obvious how important the completion of the outlined construction program has become. On the basis of the decisions of party and government we must markedly improve cooperation between planning organs, the concerned ministries, the local party and soviet organizations and other builders so as to guarantee the unswerving fulfillment of state construction plans for vocational schools.

A considerable increase in new students in vocational schools will result in marked changes in the distribution of young people between the various educational systems. Thus the percentage of 8th grade graduates entering vocational schools rose from 20 to 25 in this year alone. This number will steadily grow in future years and should by 1990 rise to 32-33 percent. Admittances to technical schools will increase to 2,500 by 1985.

This fact must be taken into account in the work of our vocational and general educational schools. These questions must be explained to the parents, they must be an important focus of attention of base enterprises and plants.

The implementation of general secondary education has made secondary education universal, more precisely, it has become the educational level of the majority of workers. It is known that almost 70 percent of graduates of secondary schools will start work in the industry of our republic. For this reason the correct vocational information, guidance, and skill selection of the youths in conformance with the needs of society have become of crucial importance. Unfortunately, there are still great differences between the needs of society and the interests and wishes of youth. For this reason we must make the counseling much more effective, especially concerning orientation of laboring vocations.

Vocational guidance in itself is a large complex of means that includes a considerable portion of a young person's life. The main emphasis is of course on the general educational school.

Undoubtedly the home and kindergarten play an important part, but the primary task lies with the teacher who has immediate contact with the youth, evaluates vocations and trains his students to respect the work of a laborer and the working man. The teacher's example and his word is often decisive. We all are facing a wide field of work in giving the teaching body a correct overview of vocational education, provide it with the most necessary information and materials for vocational guidance. This will provide the preconditions for an active participation on the part of the teachers in these processes.

Vocational guidance within vocational schools consists primarily of increasing the interest, respect and love of each student for the subject being taught. In addition, a trainee must often and for various reasons be transferred to

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another specialty or into another school, considering the trainee's personality and the specific needs of the national economy

Considering the plan for development of the national economy the ESSR State Vocational Education Committee and the vocational schools have compiled yearly plans of admission according to the type of school, length of study and specialties in cooperation with the ministries and central organs. We provide information to vocational guidance institutions about specialties and class sizes within the plans of towns and rayons, and make the necessary vocational propaganda.

The teaching staffs of the vocational schools are steadily striving for goals that are posted by the party and government to train the students of the vocational education system and to further perfect the education.

Teaching staffs have done a great job in constructing and furnishing training facilities that meet the requirements of the programs and are completely mechanized. One should point out especially the 3d vocational school imeni A. Muurisepp, the 1st vocational school, the 15th technical school (in Tallinn), the 30th vocational school (in Helme), the 14th vocational school imeni A. Gritsov (in Narva), the specialized vocational school No 34, etc. The departmental system has been implemented in vocational schools.

The cooperation of several sponsoring installations--the "Dvigatel" plant, the Estonian Railway Department of the Baltic Railroad, the "Punane Ret" plant, the Tallinn Residential Construction Combine--with the corresponding vocational schools in improving the training base and practical training has improved. Many teachers and masters conduct productive pedagogical work. New effective teaching methods, training aids and handouts, interdisciplinary connections and technical teaching methods are constantly used by, for example, S. Torri of the 1st vocational school, a Redkin of the 10th vocational school, M. Tae of the vocational school imeni K. Karber, G. Batina of the vocational school A. Kreisberg, A. Sinisalu and V. Eisen of the 15th technical school, H. Ahven of the 13th vocational school, H. Vajakas of the 31st vocational school, and many others. All of the above has positively influenced the training in vocational schools. The connections between education and raising the student have been strengthened, success in learning has improved, as has the quality of training: the knowledge, skills, and experiences of students have improved. The number of distinguished graduates of vocational and technical schools has increased; they can enter higher institutions of learning immediately after vocational school. There were almost 100 such youths in 1980.

One cannot be satisfied with the results by any means. A new directive about planning, teaching and training will come into force this year, a new method of experiments and tests has been put in force. Several new recommendations about a perspective-thematic planning of general subjects have been issued to effect a better connection between specialized subjects and productive training. All of this should contribute considerably to further improve teaching management and to raise the effectiveness of training. This requires that teaching staffs pay greater attention to the unity of teaching and raising, general and vocational training and their organic connection, to the improvement of labor training, to effective teaching methods and facilities, to learning from and implementing exemplary educational experiences.

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The training of highly skilled workers demands that production-related training be further improved and better planned, that training and productive work be selected correctly and comprehensively, and that it be taught on the basis of complex production. Our aim is that the teaching facilities in the training shops of vocational schools be as similar as possible to the working conditions in industrial enterprises, that they will provide for the use of various work methods, modern technology and equipment.

The acquisition of specialized knowledge, skills, and experiences is enhanced by the students' secure grasp of general educational subjects. For this reason we must pay greater attention to increasing the effectiveness and quality of general education, and to improve the connections between it and vocational training. The training and education of students takes place primarily in classrooms. For that reason we will attempt to further improve preparation for lessons, to vary the forms and methods, to shape a student's habit for independent work, to improve the activity of the students. It is in the classrooms that a young personality must be shaped, one characterized by communist conviction, preparedness for self-denying work for the benefit of the society. Therefore each lesson must meet its educational objective, and vouchsafe the unity of the youth's ideological-political, vocational, and moral education.

We have begun to devote more attention to removing the gaps in the knowledge of graduates of the eighth grade, to individual attention for poorly progressing students, to a systematic arrangement of teaching materials.

The collegium of the ESSR State Vocational Education Committee has approved the experiences of several school staffs and teachers. Their distribution and implementation has contributed to improving the level of education and training of vocational schools.

A creative attitude to work, the implementation of exemplary experiences must become a daily habit for all teachers and vocational training masters.

It must be said that there are many unused reserves for this work. The experiences of those teachers and schools who constantly achieve perfect success in training, where student attrition is low and work discipline high are still little known and generalized.

Today's vocational school is not merely a place to acquire a skill. Here a young worker's character and willpower are shaped, here he acquires his ideological and moral convictions, here a base is laid for a socially active personality. In view of these requirements the school's educational, ideological function broadens.

The goal of school work during the 11th Five-Year Period is the achievement of a new level in the communist education of the youth, especially in the fields of ideological-political and internationalist education, moral and skill-related education.

The improvement of the schools' educational work must first of all be realized by making the educational work performed in the classrooms more effective. Secure knowledge of the basics of science is a precondition for acquiring the Marxist-materialist world view. But it must not be forgotten that the student's

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world view does not come into being by itself as a byproduct of acquiring knowledge. To that end each lesson must have a definite direction.

Education through subject teaching has been in the center of attention during the past years. A majority of the teachers accomplish this as a matter of course, consistently, and according to the specialized nature of each subject. I would especially like to point out the great job in this field done by Russian teacher L. Laidla of the 1st vocational school, the social studies teachers V. Tchukina and L. Gross of the 10th and 25th vocational schools, mathematics teacher N. Belova of the 3d vocational school imeni A. Muurisep, and many others.

These teachers rely increasingly on student presentations, debates, various forms of individual and group work that enable the youths to solve creative tasks, and to evaluate life phenomena from the position of the Soviet society's value standard. In the current school year a great part will be played in raising the ideological aspect of teaching by discussion of the materials of the 26th CPSU Congress, by gaining a knowledge of all the ideological richness of the congress and the developmental perspectives of our country, including the home republic, town and sponsoring plant. This work began already in the last school year and it must be continued skillfully and in a thought-out manner. The congress' ideas and the goals established should enrich the subject matter in each lesson, so that education will be organically tied to a conception of the great tasks facing society, and that they be communicated to each student in an understandable and concrete way. Of course, the contents and specifics of each subject must be taken into account, as well as the applicability of the presentation. Attempts must be made so that the students will not only be passive listeners but that they present information, lectures and speeches in the classes, seminars, student conferences, that they prepare appropriate exhibits, etc.

The meaningful organization of free time plays a great importance in shaping a young personality and its comprehensive development; it must complement work done in classes, it must increase the students' activity. We have much that is positive in the field of technical creativity, art and hobby circles, and sports.

For several years this republic has held the rotating red flag of the All-Union Voluntary Sports Federation "Labor Reserves" for massive sports involvement.

There are no minor matters in educational work. Teachers and principals must in their practical work pay more attention to the achievements of science and of exemplary achievements, they must create the necessary atmosphere of this and establish a demanding creative environment. The successful achievement of goals for the schools depends greatly on the level and style of school management. The main task of our school principals is the creation of an environment of creative work, mutual assistance, and high requirements in cooperation with social and party organizations. This demands a considerable improvement in school management, a delegation of specific tasks, a consistent organizing task and constant supervision of problem solving. The weakest area in our school work is internal control, an exchange of experiences, a discovery of better work experiences.

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Our school managers and teachers must understand that the school is primarily an ideological organization that cannot be removed from life. We often organize educational mass events but forget the need for individual attention to the student, especially problem students.

The young must be taught to evaluate social phenomena from class positions; this is a primary task that demands constant excelling and consistency, a broad knowledge and dedication from each teacher, shop supervisor, educator and principal.

For years shortages of shop supervisors and counselors have been sources of serious concern.

In this field we are helped little by sponsoring enterprises.

One of the most important tasks must remain the constant improvement in the professional training of teachers and shop foremen. In the future we want to continue to rely on the most recent achievements of pedagogics.

Means to successfully meet the above tasks of vocational education have been incorporated into action plans of the system's staff to implement the decisions of the 26th CPSU Congress.

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